

Message Text

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TO AMEMBASSY BELGRADE IMMEDIATE

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C O N F I D E N T I A L STATE 021688

EXDIS

E.O. 11652:GDS

TAGS: ILO AORG

SUBJECT: SILBERMAN QUESTION ON ILO STRUCTURE

REF; EXDIS BELGRADE 551

1. DEPARTMENT AGREES YOU SHOULD NOT SEE BLANCHARD UNTIL AT LEAST AFTER YOUR DISCUSSIONS IN THE MAJOR EUROPEAN CAPITALS. IN ANY EVENT, BLANCHARD WILL BE IN THE US FROM JAN. 28 THROUGH FEBRUARY 11.

2. CONCERNING YOUR QUESTION (PARA 4 REFTEL) ON STRUCTURE, OUR PRINCIPAL PROBLEM WITH PROPOSALS TO ENLARGE BEYOND TEN THE NUMBER OF NON-ELECTIVE GOVERNMENT SEATS ON THE GOVERNING BODY IS THAT THEY ALL INTRODUCE PROVISIONS FOR GEOGRAPHIC ALLOCATION OF GOVERNMENT SEATS. THE DANGER HERE IS THAT ONCE A FORMULA FOR THE REGIONAL ALLOCATION OF GOVERNMENT SEATS IS ADOPTED (AND THE REGIONS OR OTHER GEOGRAPHIC

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SEATS IS ADOPTED (AND THE REGIONS OR OTHER GEOGRAPHIC

UNITS ARE DEFINED) EXTREME PRESSURE WILL BE EXERTED, AND IN ALL PROBABILITY WILL BE SUCCESSFUL, TO EXTEND THE GEOGRAPHIC ALLOCATION OF SEATS TO THE TWO NON-GOVERNMENT GROUPS. "EQUITABLE GEOGRAPHIC DISTRIBUTION" IS THE RPT THE PRIMARY OBJECTIVE OF THE USSR IN THE WHOLE THIRTEEN-YEAR STRUCTURE EXERCISE, AND THE ACCEPTANCE OF A GEOGRAPHIC DISTRIBUTION FORMULA FOR GOVERNMENT SEATS WILL MERELY SPUR AND INTENSIFY

THEIR EFFORTS TO IMPOSE THAT FORMULA ON THE WORKERS AND EMPLOYERS. THIS, OF COURSE, WOULD DESTROY THE AUTONOMOUS AUTHORITY OF THE NON-GOVERNMENT GROUPS TO DETERMINE THE REPRESENTATION OF THEIR RESPECTIVE GROUP INTERESTS ON TRIPARTITE BODIES OF THE ILO, AND END TRIPARTISM AS WE UNDERSTAND IT IN THE ILO.

3. ANOTHER, THOUGH LESS SIGNIFICANT, DIFFICULTY WE HAVE WITH PROPOSALS TO ENLARGE THE NUMBER OF NON-ELECTIVE GOVERNMENT SEATS IS THAT THEY ALL PROPOSE A FURTHER ENLARGEMENT OF THE GOVERNING BODY. THE GOVERNING BODY HAS JUST BEEN ENLARGED FROM 48 TO 56 TITULAR MEMBERS. THIS MEANS THAT, ALSO COUNTING THE 48 DEPUTY MEMBERS (WHO HAVE ALL RIGHTS OF PARTICIPATION EXCEPT THE RIGHT TO VOTE -- AND VOTES ARE SELDOM TAKEN IN THE GB) THE SIZE OF THE GOVERNING BODY FOR ALL PRACTICAL PURPOSES IS 102. A FURTHER ENLARGEMENT (FROM 56 TO 64 IS THE MOST PREVALENT SUGGESTIONS) WOULD ENLARGE THE WORKING LEVEL OF THE GOVERNING BODY TO BETWEEN 114 AND 118 -- DEPENDING UPON THE NUMBER OF GOVERNMENT DEPUTY SEATS THAT WOULD BE ADDED. A GOVERNING BODY OF BETWEEN 114 AND 118 WORKING MEMBERS IS FAR TOO LARGE AND UNWIELDY TO CARRY OUT ITS RESPONSIBILITIES EFFECTIVELY. FURTHER, THE LARGER IT BECOMES THE MORE LIKELY IS IT TO BECOME MORE POLITICIZED AND ASSUME THAT UNFORTUNATE CHARACTERISTIC OF THE INTERNATIONAL LABOR CONFERENCE.

4. PRINCIPALLY BECAUSE OF THE SERIOUS DANGER DESCRIBED IN PARA 2 ABOVE THE US WORKERS AND EMPLOYERS ARE ADAMANTLY OPPOSED TO ANY FORMULATION OF AMENDMENTS TO ARTICLE 7 OF THE CONSTITUTION WHICH INCLUDE ANY REFERENCE TO THE GEOGRAPHIC ALLOCATION OF GOVERNMENT SEATS ON THE GOVERNING

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BODY. THE GOVERNMENT HAS AGREED THAT THIS DANGER IS A REAL ONE AND THAT THE USG SHOULD NOT SUPPORT ANY SUCH PROPOSED AMENDMENT TO ARTICLE 7. THE CABINET-LEVEL COMMITTEE, AT ITS MEETING ON JANUARY 13, CONFIRMED THE PROPOSITION THAT WE SHOULD TAKE AN EXTREMELY HARD LINE ON ARTICLE 7, EVEN THOUGH THIS MIGHT SERVE TO UNIFY THOSE FORCES WHICH WISH TO DO AWAY ALTOGETHER WITH THE STATES OF CHIEF INDUSTRIAL IMPORTANCE CATEGORY AND NON-ELECTIVE

GOVERNMENT SEATS FOR SUCH STATES. IF, OF COURSE, AT
LEAST SIX OF THE PRESENT TEN STATES COULD JOIN TOGETHER
IN A COMMON POSITION THAT THE "STATES OF CHIEF INDUSTRIAL
IMPORTANCE" ISSUE WAS NON-NEGOTIABLE, THERE WOULD BE
LITTLE PROSPECT THAT AN AMENDMENT TO THE CONSTITUTION
DOING AWAY WITH THAT CATEGORY COULD TAKE EFFECT. ARTICLE
36 OF THE CONSTITUTION STIPULATES THAT TO TAKE EFFECT, AN
AMENDMENT OF THE CONSTITUTION ADOPTED BY THE ILO

CONFERENCE MUST BE RATIFIED BY TWO THIRDS OF THE MEMBER
STATES INCLUDING FIVE OF THE TEN STATES OF CHIEF
INDUSTRIAL IMPORTANCE. KISSINGER

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